CITY OF VILLA PARK

GENERAL PLAN

prepared by:

CASTAÑEDA & ASSOCIATES

ADOPTED: APRIL 23, 1991

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CONTENTS OF THE GENERAL PLAN

California State law requires all cities and counties to have a long-range plan for their physical development. A General Plan is, in its simplest form, a statement by local citizens of what is in the best interests of their community. A General Plan is the City's statement of its vision for its own future. This view of the future is a compilation of a system of basic community values, ideals, and aspirations as to how both its natural and manmade environments should be organized and managed.

The General Plan functions as a guide to the type of community that is desired for the future and provides the means by which the community may achieve that desired future. The plan expresses in text and in map form the organization of physical, economic, and social activities sought by the community to create and maintain a functional, healthful, and desirable place in which to live.

Local agencies, including cities and counties, are required by State law to adopt General Plans. Section 65300 of the California Government Code states:

> Each planning agency shall prepare and the legislative body shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgement bears relation to its planning.

Section 65302 of the California Government Code requires that General Plans contain seven elements, or sections, addressing specified issues. However, a General Plan need not be organized into these seven elements, as long as the issues required by state law are discussed within the document. The seven elements required by the state are:

1. Land Use Element — designates the general distribution, location, and extent of the uses of land for housing, business, industry, open space, education, public buildings and grounds, and other categories of public infrastructure and private use.

2. Circulation Element — identifies the general location and extent of existing and proposed major roads, highways, railroad and transit routes, terminals, and other local public utilities and public facilities.

3. Housing Element — identifies existing and projected housing needs and establishes goals, objectives and programs for the preservation, improvement, and development of housing to meet the needs of al economic segments of the community.

4. Conservation Element — provides for the conservation, development, and use of natural resources, such as water, forests, soils, rivers, lakes, harbours, fisheries, wildlife, and minerals.

5. Open Space Element — details plans and measures for the preservation of open space for natural resources, for the managed production of resources, for outdoor recreation, and for public health and safety.

6. Noise Element — examines noise sources, yielding information to be used in setting land use policies for compatible uses and for developing and enforcing a local noise ordinance.

7. Safety Element — establishes standards and plans for the protection of the community from flood, geologic and seismic hazards.

8. Growth Management Element — mandates that growth and development be based on the City's ability to provide an adequate traffic circulation system and related public facilities.

CURRENT VILLA PARK GENERAL PLAN

The City's General Plan was last updated in 1986. Since that plan does not fulfill all current requirements of State planning law, the City Council determined that a comprehensive revision should be initiated. It is the intent of the 1990 General Plan revision to achieve the following objectives:

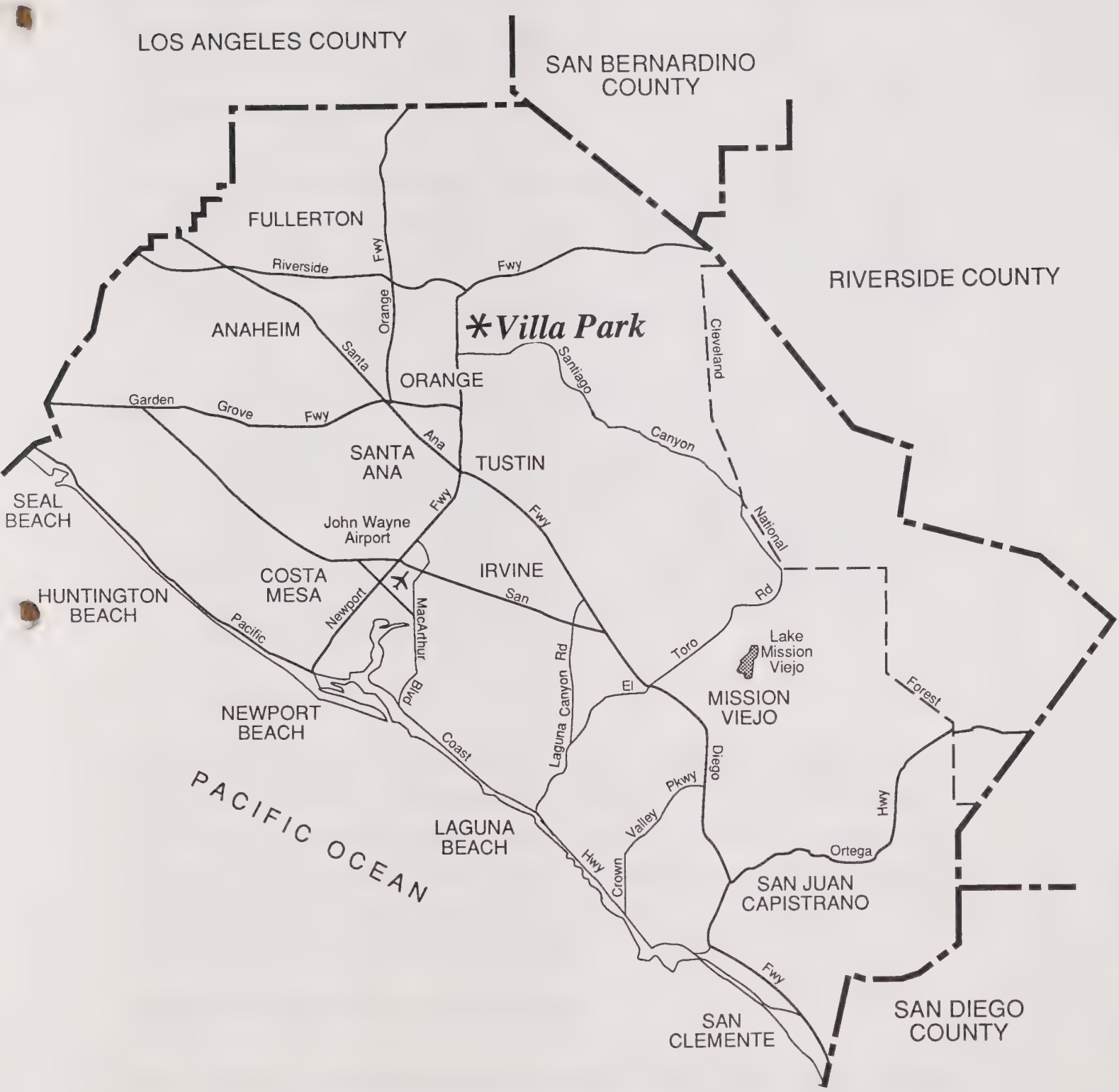
- Update the data contained in the previously adopted elements.

- Establish internal consistency among all elements of the General Plan.

- Revise goals and policies as needed to reflect changing conditions.

- Incorporate the new provisions and requirements of State law.

Villa Park, a suburban community of 2.1 square miles, is located in the County of Orange. The regional location of Villa Park is shown in Exhibit I-1.



Regional Location Map
Villa Park General Plan

Castañeda & Associates
Exhibit I-1

INTRODUCTION AND BACKGROUND

General Plan Legislation

The adoption of a General Plan by cities and counties became a legal requirement in 1955. At that time, a General Plan consisted of Land Use and Circulation Elements. In 1971, the Legislature created one of the most important features of State planning law by requiring that local zoning and subdivision approvals be consistent with the General Plan. Government Code Section 65302 (a) defines the Land Use Element as follows:

> A Land Use Element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation,, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The Land Use Element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

Purpose and Function

The purpose of the Land Use Element is to establish a pattern of compatible land uses to reflect existing conditions and to guide future development. By law, the element must set clear standards for density of population and intensity of development for each proposed land use category. The Land Use Element, which has the broadest scope of the seven required elements, provides a composite discussion of the issues which are addressed in the other elements through text, diagrams and land use map.

Relationship to Other General Plan Elements

Section 65300.5 of the Government Code requires that the General Plan be consistent throughout (i.e., "internally consistent"). The assumptions and projections used in the Housing Element, for instance, must be consistent with those used in the Land Use Element and the Open Space Element. Local policies must not conflict with Statewide policies pertaining to housing, open space and environmental quality.

Land use categories designated by the Villa Park General Plan are defined in terms of population density and building intensity. Allowable uses for each district are indicated. The Zoning Ordinance must conform to the adopted General Plan. It is one of the primary implementation measures used to achieve the goals and objectives of the General Plan.

INVENTORY OF EXISTING CONDITIONS

Villa Park is a unique and traditional early California community, distinguished by its low density residential character and pleasant rural atmosphere. When rapid urban expansion jeopardized this community, alert residents took prompt action to protect their peaceful and environmentally superior environment. It was evident that the most permanent and effective method would be incorporation. Thus, on January 11, 1962, the City of Villa Park was officially incorporated as a general law city.

The City presently encompasses 2.1 square miles with no potential for expansion. Apart from a small area adjacent to the Santiago Creek Riverbed, the Sphere-of-Influence boundaries are co-terminous with the City limits.

Land Use and Zoning Patterns

Villa Park is completely encompassed by the City of Orange and the County of Orange. The zoning and land use patterns for these adjacent areas have been established for some time and the development of these properties on the south and west are virtually completed. The zoning of these areas directly adjacent to Villa Park is composed of single family residential lots ranging from 6,000 to 10,000 square feet, a multiple family district, a sand and gravel extraction district, and a small amount of professional office zoning.

Single family residential is the predominant land use in Villa Park. Land use categories are as follows:

- Single Family Residential — 1.75 du/ac
- Single Family Residential — 2.5 du/ac
- Single Family Residential — 3.0 du/ac
- Commercial
- Schools

There are presently 1,900 single family homes in Villa Park. Average household size is 3.4 persons. There is one ten acre neighborhood shopping center developed with 60,000 square feet of commercial uses.

The land use categories are implemented by the ten zoning districts shown in Table II-1.

TABLE II-1
ZONING DISTRICTS

- Small Estates: 100 E-4-20,000 square feet
- Single Family Residence: R-1-13,500 square feet
- Single Family Residence: R-1-12,000 square feet
- Single Family Residence: R-1-10,000 square feet
- Single Family Residence: R-1-9,500 square feet
- Single Family Residence: R-1-9,000 square feet
- Single Family Residence: R-1-8,500 square feet
- Single Family Residence: R-1-8,400 square feet
- Single Family Residence: R-1-8,000 square feet
- Architectural Supervision/Commercial Neighborhood: AC-CN

Zoning Districts are shown in Exhibit II-1. At the time of incorporation, a single "100-E4-20,000 Small Estates" Zone was imposed on the entire City. In the ensuing years it became increasingly evident that this singular zoning regulation was more detrimental than beneficial to the City. For this reason, a change in zoning was adopted in order to achieve a well balanced community. This zoning change created a transitional zone for the City with a small westerly section being zoned for 8,000 square foot lots at a density of not more than 3 residences per acre adjacent to a 12,000 square foot zone with a density of 2.5 residences per acre. This provided a gradual transition into the 20,000 square foot small estate zone with a density of 1.75 per acre.

Small Estates: 100E-4-20,000 Sq. Ft.

Single Family Residence: R-1-13,500Sq. Ft.

Single Family Residence: R-1-12,000Sq. Ft.

Single Family Residence: R-1-10,000Sq. Ft.

Single Family Residence: R-1-9,500Sq. Ft.
R-1-9,000

Single Family Residence: R-1-8,500Sq. Ft.
R-1-8,400 R-1-8,000

Architectural Supervision: AC-CN
Commercial, Neighborhood

Castañeda & Associates

Zoning Districts
Villa Park General Plan

Exhibit II-1

Along the westerly border of the City there are 52 acres zoned with 3 dwelling units per acre. Adjacent to this section, on the easterly side of the zone, there are 33 acres zoned for a density of 2.5 dwelling units per acre. These two zones provide a gradual transition from the City of Orange into the 1.75 density small estate zone. The north and easterly portions of the City are entirely zoned for 20,000 square foot small estate lots.

Villa Park's 1990 population is estimated at 6,299 by the 1990 U.S. Census. This represents a population decrease of 12.3%. The demographics of Villa Park's population has remained very stable over the past decade. The 12.3 decrease in population is attributable to young adults leaving home or college students, who are counted at their school location.

Infrastructure

The City of Villa Park remains essentially a "contract type City", relying heavily upon a highly-involved City Council, a limited professional staff, key workers, outside professional consultants and a wide variety of contractual agreements for on-going operations and maintenance.

Villa Park is served by the following public utilities:

Water:	Serrano Irrigation District
Sewer:	
Collection:	City-Owned System
Treatment:	O.C. Sanitation District
Sewer Maintenance District No.1:	City System
Storm Drainage:	City Maintained System
Refuse Collection and Disposal:	Briggeman Disposal Serv., Inc.
Electric:	Southern California Edison
Gas:	Southern California Gas Co.
Telephone:	Pacific Bell Telephone Co.
Cable TV:	MultiVision Cable TV Corp.
VP Community Access TV Corp.:	Non-Profit Public Corp.

The sanitary sewer system in the City of Villa Park is almost completely built out. The existing sewer facilities within the City consist of 158,000 linear feet of sewer line for a total footage of more than 30 miles of sewer facilities. Unpaid sewer acreage fees within the City are for approximately 75 acres.

At the present time, the City charges a sewer acreage fee which will provide the funds for construction of the remaining lines and unforeseen emergencies or construction problems.

In addition to the sewer acreage fee, the Orange County Sanitation District assesses a sewer hook up fee. This fee will be used to construct new trunk lines outside of the City and treatment plants. The District is proposing an annual operating fee beginning in 1990.

Land Use is a significant factor in the development of a Master Plan for Storm Drainage. A drainage plan was started in the early 1960's. It was modified several times, and formally adopted in 1973. The system has not been fully constructed at this time. Construction of additional sections are planned in the City's Capital Improvement Program (CIP).

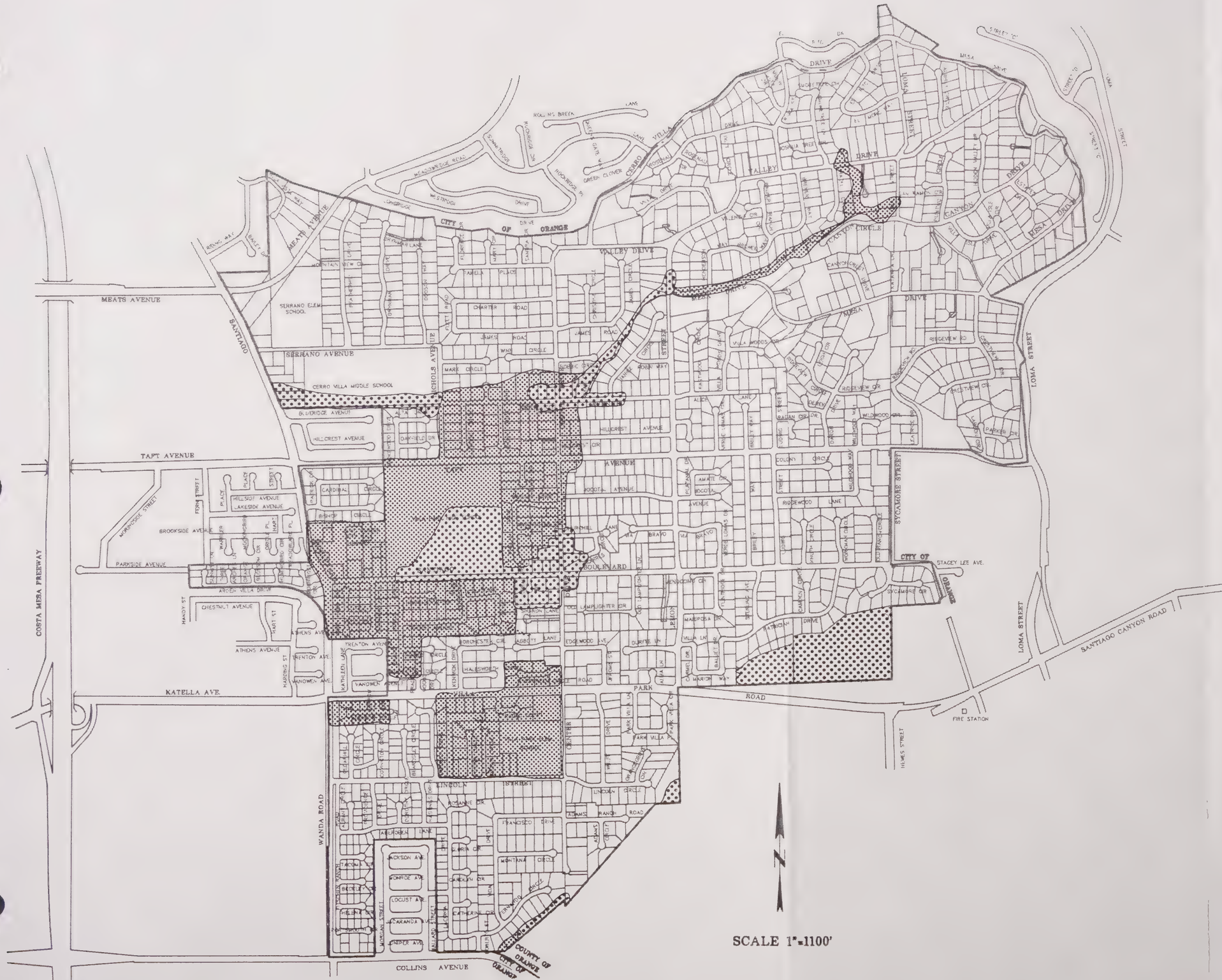
Police services are provided through a contract with the Orange County Sheriff - Coroner Department. Villa Park enjoys an excellent level of police services and maintains a very low crime rate.

Fire protection services are provided to Villa Park by the Orange County Fire Department, through participation in the tax-supported Structural Fire Fund. A master plan of fire protection services, through the year 2000, is currently under preparation by Orange County. The conclusions drawn by this plan and subsequent action taken by the Board of Supervisors, may have a significant impact upon fire services for the City in future years.

Villa Park contracts with consultants for Building Dept. services including permitting and construction inspection, civil engineering, financial review and City attorney services.

Library services are provided by the Orange County Library system. The Villa Park branch of the Library is heavily utilized by local residents, especially young children and students.

Storm drain facilities are maintained by the City. Portions of the City would be subject to flooding in a hundred year storm. These areas are shown in Exhibit II-2.



100 Year Flood Zone

500 Year Flood Zone

Source: Federal Emergency Management Agency

Castañeda & Associates

Flood Areas

Villa Park General Plan

Exhibit II-2

ISSUES AND OPPORTUNITIES

Issues

- Villa Park is reaching its build-out capacity. With 98 percent of the City developed and no external Sphere-of-Influence for expansion of City boundaries, the potential for new construction is limited.

- Development in the City of Orange, which surrounds most of Villa Park, could significantly affect established neighborhoods in Villa Park.

- The high cost of land in Villa Park restricts the range of potential development opportunities.

- The previous Land Use Element did not indicate a land use intensity for the Commercial district.

- Limited areas of Villa Park could be adversely affected by flooding during a severe storm.

Opportunities

- Single family housing, the predominant land use, is in good condition throughout the City. With continued maintenance, existing structures should remain in sound condition for the life of this General Plan.

- The City participates in the National Flood Insurance Program.

GOALS AND OBJECTIVES

Goals

- To retain the rural-like residential character of the City as it reaches build-out.

- To encourage the preservation of sound quality single family housing.

- To ensure that all portions of the City are adequately served with essential services, utilities and recreational/open space facilities.

- To maintain a high quality living environment.

Objectives

- Improve roadway infrastructure through an on-going street/reconstruction resurfacing program.

- Maintain current levels of fire protection and police protection services.

- Preserve natural conditions through a long-range storm drainage construction program.

IMPLEMENTATION PROGRAM

The goals and objectives expressed in the Land Use Element are implemented by land use policies and specific action programs.

Policies

- Continue to work cooperatively with the City of Orange and the County of Orange to minimize land use conflicts at jurisdictional boundaries.

- Implement development standards that encourage high quality development.

Action Programs

- Maintain the standard of 24% maximum lot coverage in the Small Estates zoning district, combined with a maximum building height of 35 feet to designate land use intensity for the Commercial land use category. Land use categories are shown in Exhibit II-3.

- Encourage neighborhood preservation by maintaining adequate infrastructure through the continuing Capital Improvements Program.

- Continue to require proposed construction in areas subject to flooding to provide a finished floor elevation one foot above the hundred year storm level.

INTRODUCTION AND BACKGROUND

General Plan Legislation

The Circulation Element has been a required element of the General Plan since 1955. Section 65302 (b) of the California Government Code requires:

> A Circulation Element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities, all correlated with the land use element of the plan.

Purpose and Function

The purpose of the Circulation Element is to provide a safe and efficient transportation system for existing and proposed land uses within the community. The Element provides a basis for the orderly pattern of development while minimizing the impact of transportation services on residential neighborhoods and the environmental quality of the community.

Relationship to Other General Plan Elements

The manner in which people and goods move within and throughout the City is an important factor in maintaining a quality living environment. The Circulation Element must be closely coordinated with the Land Use and Housing Elements to fully utilize the resources of the community. In addition, the Circulation Element is also closely related to the Noise Element. For instance, the Circulation Element prescribes traffic volumes for the various roadways comprising the transportation network, while the Noise Element describes the baseline noise levels that provide noise compatible land uses. In an urban environment, aesthetic elements of a circulation system such as medians, street trees and pedestrian walkways can provide passive open space and positive visual resources. These are considered in the Open Space and Conservation Element.

INVENTORY OF EXISTING CONDITIONS

Roadways

The arterial highways component of the Circulation Element, shown in Exhibit III-1, is part of the County of Orange Master Plan of Arterial Highways (MPAH) that was designed to facilitate the efficient movement of people and goods throughout the entire County. The City of Villa Park has adopted the MPAH but may process amendments as deemed necessary.

There are 31 linear miles of streets existing within the City of Villa Park. The arterial highway system for the City is composed of one modified major arterial highway and five secondary arterials. The modified major highway is the Katella Avenue/Villa Park Road/Santiago Canyon Road alignment. The secondaries are Collins Avenue, Santiago Boulevard (N-S), Loma Street, Meats Avenue and Wanda Road. The ultimate major right-of-way width is 100 feet and the ultimate secondary widths are 80 feet.

Loma Street presently runs along the eastern border of the City between Santiago Canyon Road and Mesa Drive. In the future, Loma Street will be extended northerly beyond Mesa Drive until it connects to Imperial Highway. This highway will connect with the Riverside Freeway and in so doing will allow an easterly ingress and egress to this freeway. This will result in increased traffic to flow to the east of the City as opposed to the predominant westerly flow towards the Costa Mesa Freeway. Ultimately, Loma Street will be extended southward to connect to Chapman Avenue, thus creating a connecting link between the Riverside Freeway and Chapman Avenue.

Primary Arterial

Secondary Arterial

Proposed Secondary Arterial

SCALE 1"=1100'

Castañeda & Associates

Master Plan of Arterial Highways
Villa Park General Plan

Exhibit III-1

Meats Avenue, primarily serves the City of Orange. This secondary arterial is being widened to four lane capacity. The street connects to Nohl Ranch Road. The residents of the northeast part of the City are able to utilize Meats Avenue from Cerro Villa Drive via Summitridge Lane.

There are also local streets that serve as collectors for the major and secondary arterial highways. The system of City streets is shown on Exhibit III-2.

Current traffic volumes along arterial highways are shown on Exhibit III-3. Projected traffic volumes for the year 2010 are shown in Table III-1.

Table III-1
2010 Traffic Volumes on Arterial Highways

Street	ADT
Collins Avenue	9,000 E., 8,000 W.
Loma Street	15,000 N., 15,000 S.
Meats Avenue	14,000 E., 15,000 W.
Santiago Boulevard	17,000 N., 18,000 S.
Villa Park Road	
Wanta Road to Center Drive	21,000 E., 21,000 W.
Center Drive to Lemon Street	19,000 E., 19,000 W.
Wanda Road	5,000 N., 7,000 S.

Bicycle Trails

Villa Park has adopted a Master Plan of Bicycle Trails, Exhibit III-4. The Plan includes both local trails and regional trails that provide connections to Orange County bicycle routes.

Existing Arterial

Existing Collector

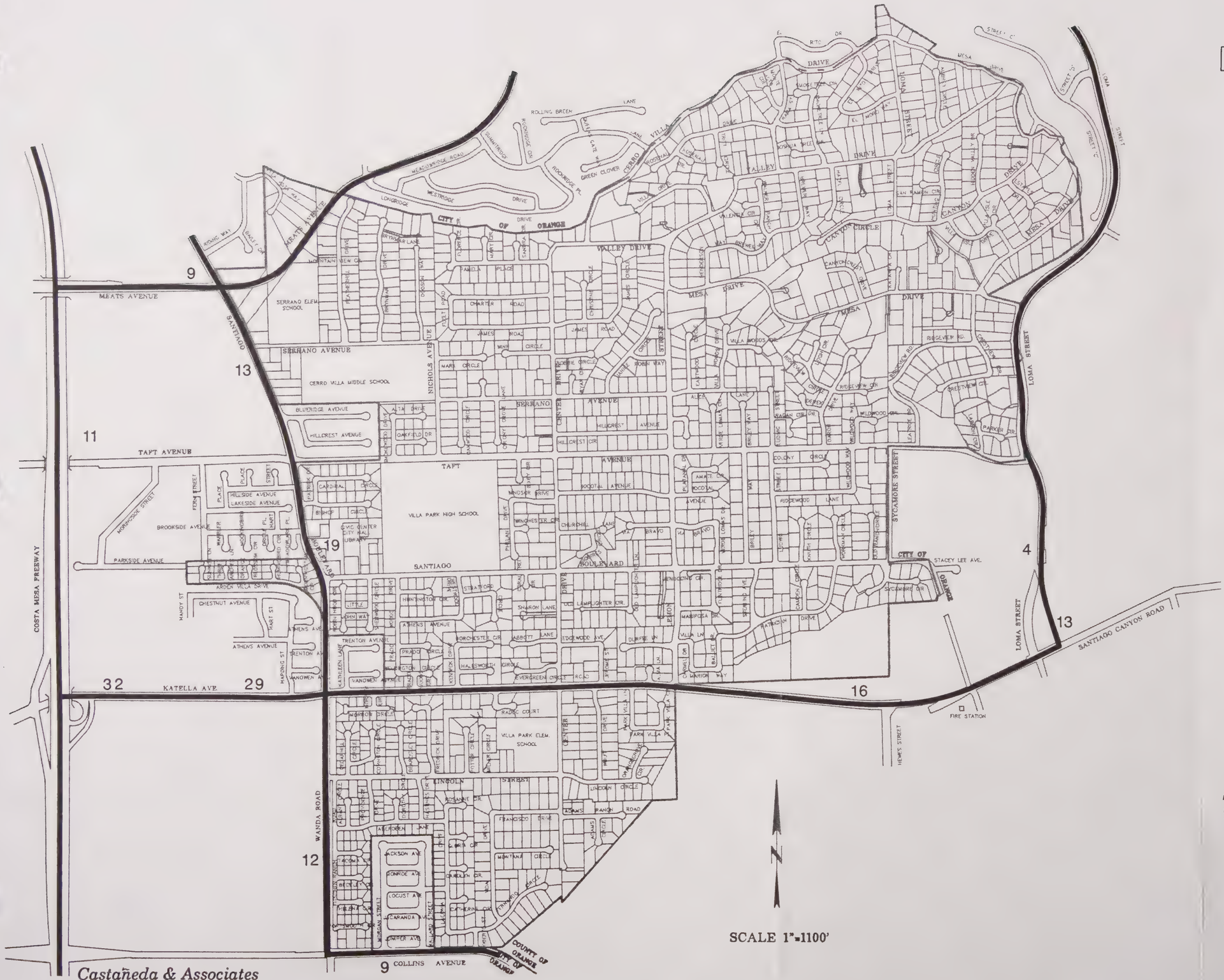
Future Arterial

Castañeda & Associates

City Street System

Villa Park General Plan

Exhibit III-2



Castañeda & Associates

Source: County of Orange EMA Traffic Volumes Map, 1990

Current Traffic Volumes
Villa Park General Plan

Exhibit III-3

Local Bicycle Trail

County Designated Regional Bicycle Trail

Castañeda & Associates

Master Plan of Bicycle Trails
Villa Park General Plan

Exhibit III-4

Transit Service

Villa Park is served by the Orange County Transit District (OCTD). Bus stops are provided along Wanda Road and Santiago Boulevard.

Railroads

There are no railroads within Villa Park.

Airports

There are no airports in or adjacent to Villa Park.

ISSUES AND OPPORTUNITIES

Issues

- Villa Park is impacted by through traffic generated outside the City.
- Traffic volumes and congestion are increasing on arterials in Villa Park as regional traffic increases.
- Proposed major development in the eastern area of the City of Orange will greatly impact circulation in the City of Villa Park.

Opportunities

- Widening of arterials will encourage through traffic to utilize roadways along the perimeter of the City rather than driving through residential neighborhoods.
- Traffic signals will be synchronized with the adjacent City of Orange.
- The possible extension of Wanda Road south of Collins Avenue by the City of Orange would improve north/south traffic flow.

GOALS AND OBJECTIVES

Goals

- To promote the safe and efficient movement of people and goods.
- To protect residential streets from arterial traffic.

Objectives

- To improve traffic flow along arterials.
- To maintain roadway surfaces in good condition.

IMPLEMENTATION PROGRAM

Policies

- Continue to implement the County Master Plan of Arterial Highways.
- Work cooperatively with adjacent jurisdictions to improve regional traffic flow.
- The City of Villa Park supports the following improvements planned by the City of Orange:
  - Extension of Wanda Road south to Walnut Street;
  - Widening Meats Avenue to four lanes over the 55 freeway;
  - Extension of Loma Street south to Chapman Avenue.
- Encourage the City of Orange to provide additional routes of ingress and egress to future development in east Orange.
- Improvements to the intersection of Nohl Ranch Road/Lincoln Avenue/SR 55.

Action Programs

- Synchronize the signalization on Villa Park Road at Center Drive and Lemon Street with 15 signals in the City of Orange.
- Wanda Road was widened in fiscal year 1989 to accommodate regional traffic. Villa Park Road was improved to four lanes throughout the City in 1990. Meats Avenue will be widened to four lanes in fiscal year 1992.

INTRODUCTION AND BACKGROUND

In 1981, Article 10.6 of California's Planning and Zoning Law, commonly referred to as the Roos Bill, redefined what must be included in the Housing Element of a General Plan. That same bill requires periodic updating of the Housing Element with the first revision scheduled for July 1984 and subsequent updates every five years. Villa Park's Housing Element was last amended in 1985 and, therefore, must be updated in light of the new planning requirements. (Article 10.6, Section 65580 et. seq.). Under the Roos Bill, the Villa Park Housing Element must include four items:

- An assessment of housing needs, including condition of the housing stock, population and employment projections, City's share of regional housing need, household characteristics, ability-to-pay, and other related characteristics including special needs households.

- An inventory of resources and constraints, both governmental and non-governmental, such as land supply, zoning, public services and facilities, local processing and permit procedures, housing costs, and other related factors.

- A local housing plan consisting of a statement of Villa Park's goals, quantified objectives and policies relative to the maintenance, improvement and development of housing.

- An implementation program which sets forth a five-year schedule of actions which the City of Villa Park is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate Federal and State financing and subsidy programs when available.

These requirements are met by this updated Housing Element of the General Plan. No further update is necessary until July, 1994 unless the City of Villa Park, because of changing conditions or goals, chooses to renew the element at an earlier date.

Villa Park's Housing Element includes the following:

- A progress report.
- An assessment of housing needs.
- An inventory of constraints and resources.
- A statement of goals, objectives and policies.
- A five-year housing implementation program.

Progress Report

Section 65588(a) and (b) requires that a review be made of the previous element to evaluate the appropriateness, effectiveness and progress in implementation, and reflect the results of this review in the revised element. The following information should be included to complete the analysis:

a. "Effectiveness of the element" (Section 65588 [a][2]): A review of the actual results of the previous element's goals, objectives, policies, and programs. The results should be quantified where possible (e.g., rehabilitation results), but may be qualitative where necessary (e.g., mitigation of government constraints).

b. "Progress in implementation" (Section 65583 [a][3]): Provide an analysis of the significant differences between what was projected or planned in the previous element and what was achieved.

c. "Appropriateness of the goals, objectives, and policies" (Section 65583 [a][1]): Describe how the goals, objectives, policies, and programs of the updated element incorporate or reflect what was learned from the prior element analysis.

Since 1985, there have been 56 housing units built in the City of Villa Park. There have been no affordable, existing housing units improved or rehabilitated by CDBG funds. Eight potentially affordable dwellings exist as "secondary dwelling units" located on lots in Villa Park which are zoned for single-family residential use. (The specific addresses of the secondary dwellings are on file with the City Manager's Office.)

Villa Park is a community where growth-associated or housing improvement needs are not extensive. The existing policies need refinement for purposes of addressing affordable housing needs in the future.

Housing Needs

Four subjects are discussed in the housing needs assessment:

- Condition of the Housing Stock
- Existing Housing Needs for All Income Levels
- Projected Housing Needs for All Income Levels
- Energy Conservation in New Development

Most of Villa Park's housing stock was constructed after incorporation of the City in 1962, 60% of the supply was built after 1970. Consequently, deterioration is not a problem in Villa Park. Under the foregoing circumstances, there are no housing improvement needs in the City of Villa Park which justify the establishment of publicly funded programs. The need is insufficient in size or severity to warrant the allocation of staff or financial resources for implementing low-interest rehabilitation loans or other program efforts which are common in other cities in Orange County and elsewhere in Southern California.

Because housing in the City of Villa Park is almost entirely owner-occupied, the problem of "overpaying" is not extensive. Housing assistance programs to bridge the gap between actual and affordable costs in "existing" housing are limited to renter-occupied housing. According to the 1980 Census, there were only <u>six</u> resident renter households with annual incomes of less than $10,000 who had housing costs exceeding 25% or more of their monthly income. The extent or severity of housing assistance needs in the City is very limited and does not warrant active participation in rental assistance programs such as the Section 8 program.

Under present law, a housing element also must include an analysis of special housing needs. These needs refer to households having atypical characteristics - the handicapped, elderly, large families, farm workers and families with female heads of households. Data on these households are included in the text under the heading of "Special Housing Needs." Although the Southern California Association of Governments (SCAG) estimated that there were 10

farm worker households in the City in 1983, this is very unlikely because farm workers in the past were housed at the Villa Park Orchard Association's facility, which ceased to exist in 1980.

Under Section 65584 (a), SCAG is responsible for determining projected housing needs for all income levels. Projected housing needs as prepared by SCAG concern the additional amount of housing which is needed for purposes of accommodating household growth, achieving a vacancy rate and level which allows choice and mobility, and building new housing to replace dwellings lost from the inventory. The projected needs for Villa Park during the next five years (1989 - 1994) are a total of 23 housing units as determined by the Southern California Association of Governments. (See page 17.)

The City recognizes that there are several ways to achieve energy conservation in new and existing housing. Potential state-of-the-art opportunities could be evaluated within the context of environmental impact reports, specific plans, and/or site plan review. Feasible site planning and/or building design energy conservation opportunities then could be incorporated into the project design. An evaluation of the potential for energy conservation could be incorporated into the permit and processing procedures of the City.

Constraints and Resources

Land use controls which establish the range and diversity of housing types to be encouraged and maintained in Villa Park include the General Plan and Zoning Code. The Land Use Element establishes the principal residential land use categories to be encouraged in the community. The Zoning Code, in turn, establishes regulations affecting the uses, density and size of housing permitted in different districts of the City. Data on these factors are presented in the main body of the element.

Article 10.6, the housing element legislation, calls for analysis of several factors as potential governmental constraints including fees, processing and permit procedures, required site improvements, and building codes. Information on these topics is included in the main body of the element.

There are few vacant sites available for residential development in the City of Villa Park. Moreover, all housing is fairly new and of superior quality and, consequently, is not suitable for recycling to higher density residential land uses. For this reason, the cost of vacant land which is planned for residential uses is the most effective indicator of this nongovernmental constraint.

The market value of vacant land in Villa Park is in excess of ten dollars per square foot. The land values and costs in Villa Park are too high to make the development of low and moderate income housing economically feasible. In addition, the subsidies required to write down land costs to the affordable level also would be extremely high.

Villa Park is predominantly a low density residential community. Nearly all of the community (98%) is developed — undeveloped parcels consist of a few residential parcels ranging in size from one-half to five acres. However, most of these parcels have constraints to development such as steep topography. The City consists of 1,304 acres of which only about 15 acres are vacant. All of the vacant property is designated for half acre residential.

Goals, Objectives and Policies

The following are the goals of the City of Villa Park Housing Element:

- To promote County and regional efforts for the provision of adequate housing for all persons regardless of income, age, race, sex or ethnic background.
- To promote County and regional efforts for the provision of a varied housing selection by location, type, price and tenure.
- To promote and insure open and free choice of housing for all.
- To act as a guide for City decisions and how these decisions affect the quality and quantity of the housing stock.
- To implement housing actions that are consistent with the other elements of the Villa Park General Plan.

- To accommodate, if feasible, the special needs of the elderly or physically handicapped in new affordable developments if they are constructed in the future.

- To provide the basis for the establishment of the necessary ordinances to implement a housing program.

More detailed descriptions of the goals and policies as well as the basis for "quantified" objectives are presented in the main body of the text.

Housing Program

Because the City has no problems of housing deterioration, there is no need to establish a program for structural conservation. Another program category is the "conservation of affordable housing", however, since there is no known affordable housing in the community, this category is not applicable to the City.

In the area of overpaying and housing assistance, the City has only six renter households with costs exceeding ability-to-pay, according to the 1980 Census. The level of need does not justify establishing a program of housing assistance. The SCAG Regional Housing Needs Assessment (1988) estimates that there are 95 lower income households that are overpaying for housing. This number is unrealistic in light of the 1980 Census data and development patterns during the past nine years.

In the area of removing governmental constraints, the City has no multi-family housing zoning. There is a PC (Planned Community) Zone in the Zoning Ordinance and this could be used in the future if a multi-family development becomes practical. This same zone can be used to meet projected housing needs.

Villa Park's demographic, income and housing characteristics in relation to Orange County provide information on the nature of housing needs. For example, homeownership is very high in Villa Park where almost 98% of all housing is owner-occupied. (According to the 1980 Census, only 37 housing units in Villa Park were renter-occupied.) By comparison, almost 40% of the housing units in Orange County were renter-occupied at the time of the last census.

The 1980 median owner costs ($751) in Villa Park exceeded those of Orange County as a whole ($497) and were the highest in the County of all cities and unincorporated places. (The City of Irvine and a few unincorporated places such as South Laguna and Emerald Bay had median owner costs comparable to those of Villa Park.) The median gross rent in 1980 for Villa Park was $500+ or $142 more than median renter costs for the entire City.

A summary of key income and housing cost patterns of Villa Park in comparison to the entire Orange County area, as of the 1980 Census is illustrated below:

	Villa Park	Orange County
Median Household Income	$49,616	$22,557
Median Family Income	$50,335	$25,919
Median Home Value	$200,000+	$108,100
Median Rent	$500+	$358

Looking toward the future, the City is projected to experience some modest gains in employment, population and housing.

In terms of employment location, about 85% of Villa Park's residents worked in Orange County. This is illustrated below:

• Worked in Orange County	2,494	84.6%
• Worked Outside County of Residence	453	15.4%

HOUSING NEEDS ASSESSMENT

This section of Villa Park's Housing Element contains the housing needs assessment. This assessment encompasses the following factors:

- Analysis of population and employment trends and documentation of projection and a quantification of the locality's existing and projected housing needs for all income levels. Such existing and projected needs shall include the locality's share of the regional housing need. (Section 65583 [a] [1])

- Analysis and documentation of household characteristics including level of payment compared to ability-to-pay, housing characteristics, including overcrowding, and housing stock condition. (Section 65583 [a] [2])

- Analysis of any special housing needs, such as those of the handicapped, elderly, large families, farm workers, and families with female heads of household. (Section 65583 [a] [6])

- Analysis of opportunities for energy conservation with respect to residential development. (Section 65583 [a] [7])

This section of the planning law authorized each Council of Governments to determine the existing and projected housing need for its region. Villa Park is in the region covered by the Southern California Association of Governments. Based on the above, the needs assessment is described in the following terms:

- Housing Stock Condition;
- Existing Housing Needs for All Income Levels;
- Projected Housing Needs for All Income Levels;
- Energy Conservation in New Development.

The primary source of information that was used for the preparation of the Villa Park Housing Element is the 1980 Census of Population and Housing. Another information resource was the Housing Element last amended in 1980 and the entire General Plan, particularly the Land Use Element and Open Space Element. Finally, the SCAG Regional Housing Needs Assessment was reviewed with regard to projected housing needs in Villa Park.

HOUSING STOCK CONDITION

Introduction

This section of Villa Park's housing needs assessment describes the condition of the existing housing supply. The analysis of housing condition and related improvement needs is specifically required by the present requirements of housing elements (i.e., Section 65583 [a] [2]).

Condition of the Housing Stock

The summary definitions for two frequently used substandard housing categories are listed below:

- Deteriorating — not more than two intermediate (slight) defects or one major defect but still providing safe and adequate shelter.
- Dilapidated — several intermediate defects or a critical defect plus extensive evidence of neglect or serious damage.

The housing units which are classified as deteriorating generally are considered amendable to some degree of rehabilitation. Dilapidated housing, however, is in such a state of disrepair that rehabilitation is no longer economically feasible and the unit should either be removed or replaced.

Housing Conditions

Most of Villa Park's housing stock was constructed after incorporation in 1962 and 60% of the supply was built after 1970. Consequently, deterioration is not a problem in Villa Park. The SCAG Regional Housing Allocation Model in 1983 estimated that there were four units needing rehabilitation. However, the estimate was based upon a mathematical model. It is estimated that there are no dwellings which are substandard in Villa Park.

Housing Improvement Needs

The SCAG Urban Reinvestment Study identified Villa Park as an "economically sound City". That is, a City with " . . . little deteriorated housing . . . and few low-income residents. There is a stable and adequate tax base, and/or sufficient economic growth to support essential public facilities and services. Housing prices are usually beyond the reach of lower-income households . . . "

Under the foregoing circumstances, there are no housing improvement needs in the City of Villa Park which justify the establishment of publicly funded programs. The need is insufficient in size or severity to warrant the allocation of staff or financial resources for implementing low-interest rehabilitation loans or other program efforts which are common in other cities in Orange County and elsewhere in Southern California.

EXISTING HOUSING NEEDS FOR ALL INCOME LEVELS

Introduction

This section of the needs assessment deals with the housing needs of the households who now live in Villa Park. The housing needs of resident households are presented in two ways:

- Housing assistance needs;
- Special housing needs.

Housing Assistance Needs

Housing assistance needs exist when housing costs exceed the levels affordable to all of the income groups residing in a community. When this happens, there is a need to bridge the gap between the cost of housing and ability-to-pay through some means of financial assistance. The assessment of housing assistance needs, according to the Roos Bill requirements, is to include the following factors:

> . . . a quantification of the locality's existing and projected housing needs for all income levels. (Section 65583 [a] [1])
>
> Analysis and documentation of household characteristics, including level of payment compared to ability-to-pay . . . (Section 65583 [a] [2])

Villa Park's housing assistance needs are estimated on the basis of the following factors:

- Ability-to-pay for housing (expressed as percent of income spent on housing).
- Income groups residing in Villa Park.
- Level of housing payment made by Villa Park's income groups in relationship to their income.
- Number of households whose housing payments exceeds ability-to-pay.

Ability-to-pay measures have been established by State legislation with reference to particular housing programs and the California Redevelopment Law. For instance, Section 50052.5 of the Health and Safety Code offers the following definition:

> Affordable housing cost means, with respect to lower income households, housing costs not exceeding 25% of gross income.

Another example is that participants in the State's homeownership assistance program must expend at least 35% of their income on total housing expenses. These expenses include principal and interest, property taxes and homeowner association fees. SCAG's estimate of ability-to-pay is based on a 30% criterion. The standard used here for both owners and renters is 25% consistent with the interpretation of State law rendered by the State Department of Housing and Community Development.

Because housing in the City of Villa Park is almost entirely owner-occupied, the problem of "overpaying" is not extensive. State and Federal housing programs to address the overpaying needs of owner occupants are non-existent. Housing assistance programs to bridge the gap between actual and affordable costs in "existing" housing are limited to renter-occupied housing.

In 1980, about 41% of all the City's homeowners had monthly costs that exceed 25% of income. However, only about 20% of the homeowners had housing costs that exceeded 30% of their income. By comparison, there were only six resident renter households with annual incomes of less than $10,000 who had housing costs exceeding 25% or more of their monthly

income. Once again, the extent or severity of housing assistance needs in the City is very limited and does not warrant active participation in rental assistance programs such as the Section 8 program. The updated SCAG RHNA has estimated that there are 95 resident lower income households that are overpaying. This estimated need is unrealistic because of the data from the 1980 Census and the cost of housing built since 1980.

Special Housing Needs

Under present law, a housing element must include an analysis of special housing needs. These needs refer to households having atypical characteristics — the handicapped, elderly, large families, farm workers and families with female heads of households.

Besides these groups, an analysis of "overcrowding" also must be included in the needs assessment. Overcrowded households fall within the intent of the special housing needs analysis.

Seven household types are included within the scope of the special housing needs analysis:

- Handicapped;
- Elderly;
- Large Families;
- Overcrowded Households;
- Female Headed Households;
- Farm Workers;
- Homeless.

Handicapped Households

With respect to handicapped households, the 1980 Census contains data on persons with work-related disabilities and those with public transit disabilities. According to this data source, about 3.7% of Villa Park's labor force had a work-related disability. This percentage figure is much lower than the Orange County average of 6.5%. The listing below provides a summary of the data on transit-associated handicapped indicators for two age groups:

• 16 to 24 years	32 persons
• 65+ years	58 persons
	90 persons

Elderly Households

Many senior citizens have mixed incomes and experience financial difficulty in coping with rising housing costs. The capacity for coping with escalating housing costs depends heavily on tenure; that is, the owner or renter status of the elderly households. With infrequent and small increases in income and potentially large gains in housing costs, the senior renter is at a continuing affordability disadvantage compared to the senior owner.

Population age data are available as of 1980 and reveal that this need is not extensive in Villa Park. In 1980, only 2.7% (N = 194) of the City's population was aged 65 years or above. In total, there were 81 males compared to 113 females in the 65+ age bracket. Generally, females outlive males in the senior age categories; and this demograph fact is verified by the 1980 age distribution (i.e., a female-to-male ratio of 1.4 to 1.0).

Large Families

Because of their size, large-family households may experience a greater incidence of overcrowding. To the extent that such circumstances have their origin in financial limitations, the real cause is not household size but rather the means to purchase enough space. Even with adequate financial means, the housing supply may fall short of accommodating all large families because of low vacancy rates.

According to the 1977 Housing Element Guidelines, the term "large family" refers to a family of five or more persons. When the 1980 Census was completed, there were an estimated 548 households with five or more persons. About 29.9% of all households residing in Villa Park in 1980 were large families. The average household size in Villa Park is 3.9 compared to 2.78 for the entire Orange County area.

Overcrowded Households

Overcrowding is one result of the shortage of space. The most often-used indicator of overcrowding relates to the number of rooms and persons in a housing unit. In fact, the overcrowding indicator cited by the 1977 Housing Element Guidelines is " . . . the number of housing units with 1.01 or more persons per room".

An "overcrowded" housing unit, however, does not infer inadequate physical condition; rather, with fewer persons it becomes "uncrowded". Overcrowding reflects the financial inability of households to buy or rent housing units having enough space for their needs. Consequently, overcrowding is more appropriately considered a household characteristic (instead of a housing condition) and falls within the meaning of special housing needs much as large families are so considered. Overcrowding also may be a temporary phenomena since some households will move to larger housing units to meet space requirements.

In 1980, data were collected on the number of persons per room. In 1980, Villa Park had 20 housing units occupied by households having 1.01 or more persons per room or merely 1.1% of all resident households. The "overcrowding" rate in Orange County as a whole was five times greater than in Villa Park (5.6%).

Female Heads of Household

As of the 1980 Census date, the City of Villa Park had 128 households with a female head which comprised 7% of all households, a percentage value that was much lower than was experienced in other Orange County cities. About 25% of these 128 households were one-person households living alone. The remaining percentage lived in households consisting of two or more persons.

Farm Workers

Estimates of the housing assistance needs of farm workers has been developed by the Southern California Association of Governments pursuant to State requirements. These estimates indicate that there are 10 farm workers having housing assistance needs with six in the "very low" income group and another four in the "low" income group. There is no longer any agricultural land in Villa Park. Therefore, no farmworkers are expected to reside in the City.

Homeless

In September 1984, the Governor signed AB 2579 which added "families and persons in need of emergency shelter" to the special needs group. The legislation provided that the housing program may include an identification of adequate sites for emergency housing. In enacting

AB 2579, the Legislature made the finding quoted below:

> " . . . because of economic, physical, and mental conditions that are beyond their control, thousands of individuals and families in California are homeless. Churches, local governments, and non-profit organizations providing assistance to the homeless have been overwhelmed by the new class of homeless: families with children, individuals with employable skills, and formerly middle-class families with long work histories."

There are, as pointed out, several factors causing a new homeless population which generates a need for emergency shelter. In Villa Park, there are no persons or families that are homeless. The City does acknowledge that there are homeless persons and families in Orange County and endorses policies of cooperating with non-profit organizations and governmental social service agencies to meet their needs.

The demographic characteristics of the City's households, including special needs households, have been quantified in the foregoing paragraphs. For a proper understanding it is important to acknowledge that 95% of Villa Park's resident households are homeowners. There are no needs experienced by farmworkers, homeless or overcrowded households in the City. The needs of handicapped, large family, elderly and female head of households are also non existent, given the high income profile of Villa Park. No resident households are known to qualify for assistance programs such as those funded by the Orange County Housing Authority and Community Development Block Grants.

PROJECTED HOUSING NEEDS FOR ALL INCOME LEVELS

Introduction

Projected housing needs refer to new housing units that need to be constructed in the City over the next five years (1989 to 1994). The State planning law calls for an analysis of population and employment trends as well as the locality's share of regional housing needs. An analysis of these factors results in a quantification of the locality's projected housing needs.

Population Trends

During the 15 years from 1970 to 1985, the City's population increased by 4,336 persons. The population growth trends that occurred during those years are not expected to be duplicated because of the extremely scarce supply of vacant land suitable for residential development. The City's current population is 6,299 (April 1990). This was a decrease from both state estimates and the 1980 U.S. Census.

Employment Trends

Employment opportunities within Villa Park and the larger market area are factors considered in calculating the share of regional housing need. As indicated in the Regional Setting, the expansion of employment opportunities in Villa Park is very limited and is forecasted to add only 200 jobs to the City's economic base. Under these conditions, local employment growth will not induce a heavy demand for new housing.

Share of Regional Housing Needs

Under Section 65584 (a), SCAG is responsible for determining projected housing needs for all income levels. The projected housing needs must take into consideration the following factors:

- Market demand for housing;
- Employment opportunities;
- Availability of suitable sites;
- Availability of public facilities;
- Commuting patterns;
- Type and tenure of housing needs;
- Housing needs of farm workers.

Projected housing needs as prepared by SCAG concern the additional amount of housing which is needed for purposes of accommodating household growth, achieving a vacancy rate and level which allows choice and mobility, and building new housing to replace dwellings lost from the inventory. The projected needs for Villa Park during the next five years (1989 to 1994) are shown on the following page.

Household Growth	7 Housing Units
Additional Vacancies	14 Housing Units
Replacement of Inventory	2 Housing Units
	23 Housing Units

Projected housing needs by income level also have been determined by SCAG. These projections indicate the following needs:

• Very Low Income	2 Units
• Low Income	2 Units
• Moderate Income	2 Units
• High Income	17 Units
	23 Units

ENERGY CONSERVATION IN NEW DEVELOPMENT

Under current law, Villa Park's Housing Element must include the following:

> Analysis of opportunities for energy conservation with respect to residential development. (Section 65583 [a] [7])

In relation to new residential development and especially affordable housing, construction of energy efficient buildings does add to the original production costs of ownership and rental housing. Over time, however, the housing with energy conservation features should have reduced occupancy costs as the consumption of fuel and electricity is decreased. This means the monthly housing costs may be equal to or less than what they otherwise would have been if no energy conservation devices were incorporated in the new residential buildings.

Reduced energy consumption in new residential structures, then, is one way of achieving more affordable housing costs when those costs were measured in monthly carrying costs as contrasted to original sales price or production costs. Generally speaking, utility costs are among the highest components of on-going carrying costs.

The City recognizes that there are several ways to achieve energy conservation in new and existing housing. Potential state-of-the-art opportunities could be evaluated within the context of environmental impact reports, specific plans, and/or site plan review. Feasible site planning and/or building design energy conservation opportunities then could be incorporated into the project design. An evaluation of the potential for energy conservation could be incorporated into the permit and processing procedures of the City.

RESOURCES AND CONSTRAINTS

Introduction

This section of the Housing Element provides an inventory of constraints and resources relevant to addressing Villa Park's needs. Under present law, the element must include an inventory of constraints and resources as follows:

- Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.

- Analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and cost of construction.

- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

Three considerations, then, are included in this section of the Villa Park Housing Element, as listed below:

- Analysis of Governmental Constraints;
- Analysis of Non-Governmental Constraints;
- Inventory of Land Suitable for Residential Development.

ANALYSIS OF GOVERNMENTAL CONSTRAINTS

Introduction

Local housing elements, according to State law, must contain an analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels. The potential and actual constraints included and required in the scope of analysis are listed on the following page.

- Land Use Controls (e.g., Land Use Element, Zoning Code);
- Site Improvements;
- Fees;
- Local Processing and Permit Procedures;
- Building Codes.

The State law does not imply that the above factors are actually constraints in all cities. Article 10.6, however, does require a descriptive analysis of these factors to determine if any of them do act as constraints to the maintenance, improvement, or development of housing in a local community.

Factors Affecting the Range and Diversity of Housing Types

Land use controls which establish the range and diversity of housing types to be encouraged and maintained in Villa Park include the General Plan and Zoning Code. More specifically, the Land Use Element establishes the principal residential land use categories to be encouraged in the community. The Zoning Code, in turn, establishes regulations affecting the uses, density and size of housing permitted in different districts of the City.

Land Use Element

The residential land use categories identified in the Land Use Element allow a population of 7,500 or about 1,200 more persons than the current population. The densities associated with each category are described below:

- 3 dwelling units per acre;
- 2.5 dwelling units per acre;
- 1.75 dwelling units per acre.

According to the General Plan Land Use Element, there is the potential for 2,005 housing units within the City of Villa Park. Since the City now has 1,900 dwelling units, plus 55 units under construction, the possible addition to the housing stock is 50 units.

Zoning Code

Residential land uses are allowed in the following zones:

- R-1-13,500 Single Family Residential;
- R-1-12,000 Single Family Residential;
- R-1-10,000 Single Family Residential;
- R-1-9,500 Single Family Residential;
- R-1-9,000 Single Family Residential;
- R-1-8,500 Single Family Residential;
- R-1-8,400 Single Family Residential;
- R-1-8,000 Single Family Residential;
- E-4 Single Family Residential Estate.

Factors Affecting Housing Costs

Article 10.6, the housing element legislation, calls for analysis of the following factors as potential governmental constraints:

- Fees;
- Processing and Permit Procedures;

- Required Site Improvements;
- Building Codes.

These factors, all of which are influenced by City policy as well as other Statewide legislation, have an effect on the cost of housing. Another factor which influences housing costs are the "minimum building site areas" established in the several residential zones.

Minimum Building Site Areas

The following list indicates the building site areas for various housing types in Villa Park:

- R-1 Zone (8,000 square feet to 13,500 square feet). Maximum 30% lot coverage

- E-4 Zone 20,000 square feet. Maximum 24% lot coverage

Fees

Fees charged in relationship to development applications do influence the cost of housing because they usually are passed on to the consumer. Applications may vary from variance requests to amendments of the General Plan. Accordingly, the fee amounts will vary depending on the specific application. The following list indicates the fee amounts for the processing of several applications in the City of Villa Park:

- EIR fees: $14,000 deposit. Final cost to be actual, plus 30% administrative overhead.

- Tract Map Checking $1,500 + $25 per lot deposit. Final costs to be actual plus an administrative overhead charge

- Parcel Map Checking $1,000 + $25 per lot deposit. Final costs to be actual plus 30% administrative overhead charge

- Zone Change $750

- Lot Line Adjustment $250 per lot

- Tentative Tract Map $1,350 plus $40 mailing

- Conditional Use Permit $300 City Council; $265 City Manager
- Variance $300 City Council; $265 City Manager
- Fencing Variance $200
- Building Permit Fees are as established by the County of Orange.
- School Facility Fees: $1.56 per square foot of habital area.
- Orange County Sanitation District No. 2 Impact Fee: $2,280 per dwelling unit.
- Serrano Irrigation District Impact Fee: $5,000 per dwelling unit.

Usually developments do not require more than one application. The reason for this is that there is consistency between the zoning map and text and the Land Use Element of the General Plan.

Processing and Permit Procedures

Residential development activity in the City is not extensive. Development applications usually are reviewed by the Subdivision Committee one month after submittal. Following this, the applications are transmitted directly to the City Council because the City Council serves as the Planning Commission. Most development applications, which are for projects consisting of six to ten homes, are completed within two to three months.

Site Improvements

Most cities do require these improvements as a part of the normal development process. As land is subdivided and built upon, the City of Villa Park requires some improvements such as streets, curbs and gutters, street trees, and other related improvements. In keeping with the rural character of the area, no street lights are required and sidewalks are avoided. The improvements required by the City are permitted by State law and are not extraordinary. They are necessary for purposes of assuring public health and safety in residential communities.

Building Code

Villa Park has adopted the Uniform Building Code and other model codes such as electrical and plumbing. These are standardized codes adopted by most cities throughout the State of California. The City does not impose (on the basis of unique local conditions) requirements or standards more stringent than those incorporated in the code. The following codes were adopted by the City Council pursuant to Ordinance Number 90-384:

- 1988 Edition of the Uniform Building Code;
- 1988 Edition of the Uniform Housing Code;
- 1988 Edition of the Uniform Mechanical Code;
- 1988 Edition of the Uniform Solar Energy Code;
- 1988 Edition of the Uniform Plumbing Code;
- 1990 Edition of the National Electrical Code;
- 1988 Edition for the Abatement of Dangerous Buildings;
- 1988 Edition of the Swimming Pool, Spa and Hot Tub Code.

The City's land use controls impede the development of housing within the economic means of very low and low income households. This is due to the lack of land use standards facilitating through density, and other requirements, the construction of affordable housing. Due to limited land availability plus high land and construction costs (non-governmental constraints), the City intends to mitigate this constraint by considering the development of affordable housing through second units.

ANALYSIS OF NON-GOVERNMENTAL CONSTRAINTS

Introduction

Three factors of a non-governmental nature are cited by Article 10.6 as potential constraints on meeting housing needs. These include the following:

- Land costs;
- Construction costs;
- Availability of financing.

Land Costs

There are few vacant sites available for residential development in the City of Villa Park. Moreover, all housing is fairly new and of superior quality and, consequently, is not suitable for recycling to higher density residential land uses. For this reason, the cost of vacant land which is planned for residential uses is the most effective indicator of this non-governmental constraint.

Residential land costs are in excess of ten dollars per square foot. Under these circumstances, the land values and costs in Villa Park are too high to make the development of low and moderate income housing economically feasible. In addition, the subsidies required to write down land costs to the affordable level also would be extremely high.

Construction Costs

Housing costs for new housing have increased over the years. These costs include land, construction, and finished product costs. The cost of construction in Villa Park is high because of the prevailing land values. While average construction costs may be affordable, the value of the remaining land in the community warrants a comparable construction cost investment in the completed dwelling unit.

Availability of Financing

The new home market in Villa Park is modest, usually occurring in developments of six to ten housing units. Conventional financing is available for both new and resale homes. FHA and VA financing is non-existent because the cost of new and existing housing in the City exceeds the mortgage limits associated with these programs.

INVENTORY OF LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT

Introduction

Under the requirements of Article 10.6, the Housing Element for Villa Park must discuss its findings and conclusions relative to the availability of land to meet new housing production needs. The scope-of-analysis is quoted below:

> An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites. (Section 54483 [a] [3])

Land Availability

Villa Park is predominantly a low density residential community. Nearly all of the community (98%) is developed — undeveloped parcels consist of a few residential parcels ranging in size from one-half to five acres. However, most of these parcels have constraints to development such as steep topography. The City consists of 1,304 acres and only about 15 acres are vacant. All of the vacant property is designated for half acre residential. A summary of vacant parcels is presented in Table IV-1 and shown on Exhibit IV-1.

TABLE IV-1
CITY OF VILLA PARK
VACANT PARCELS — SEPTEMBER 1990

Applicable Zoning: **Detached Single Family - Small Estates Minimum Net Lot Size — 20,000 square feet**

Location Number	Approximate Land Area (Sq. Ft.)	Approximate Market Value per Sq. Ft.
1	20,000	$10
2	26,000	Not a buildable site
3	54,500	$10
4	83,000	$10
5	20,000	$12
6	20,000	$12
7	40,500	$13
8	56,000	$13
9	21,000	$15
10	12,000	$12
11	20,000	$10
12	45,000	$10
13	165,000	$10
14	32,000	$10
15	186,000	$8
16	20,000	4!3
17	20,000	$10

As indicated earlier there are constraints to development of affordable housing at the Center Drive/Villa Park Road site because of the high land values.

Public Services Availability

The City of Villa Park provides sewer facilities and there is adequate capacity to handle future development. Water facilities are furnished by the Serrano Irrigation District. According to District officials, there is an adequate water supply for current and projected domestic use and fire flows. The natural runoff from Irvine Lake is supplemented by Colorado River water. The storage capacity within the system, which includes a newly constructed reservoir, is nine million gallons.

Police protection is provided by the Orange County Sheriff's Department. There is a deputy assigned to respond to Villa Park at all times. Calls for police service are taken at the Sheriff's Department headquarters at 550 North Flower Street, Santa Ana. The call is dispatched to the Villa Park Deputy. Average response time is less than 5 minutes for emergency calls and non-emergency report type calls is 15 minutes.

Fire protection services are provided by the Orange County Fire Department. The first responding station is Station 23, located in County area just east of the City of Villa Park. The average response time is three to four minutes. Through mutual aid and "boundary drop" agreements, the City of Orange Fire Department also responds to fire emergencies in Villa Park.

SUMMARY

In summary, the circumstances within Villa Park which are constraints to developing a program of providing low and moderate income housing are outlined as follows:

- Residential zones are confined exclusively to low density, single family housing. The lack of multiple family zoning, however, is not a constraint now because of the limited land supply and the inappropriateness of higher density housing at the few potential sites which could be considered for housing development. In the event that such development or a medium density, market rate development were possible, the City has a PC (Planned Community) zone which could be implemented.

- The City is surrounded by incorporated areas and no additional vacant land is available for annexation.

- The availability of land within the City is scarce; the City is 98% developed and under these conditions the City's contribution to regional housing needs is insignificant.

- The City has a limited tax base since there is limited commercial development. No industry exists within the City. The fiscal situation of the City was complicated by Proposition 13 which was passed in 1978.

- Vacant land, where it does exist, is extremely expensive.

- Homes in the City are fairly new and very expensive, making redevelopment to low and moderate income housing infeasible.

GOALS, POLICIES AND OBJECTIVES

Introduction

According to Article 10.6 a local housing element must include the following:

> A statement of community goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing.

The statement of goals, objectives and policies contained in this section reflect the following factors: 10 goals and objectives contained in the 1980 Housing Element; and 2) an update to reflect the subject matters incorporated in Article 10.6.

Villa Park's housing goals, objectives and policies are presented in five categories, including existing housing, new housing, housing assistance, equal housing opportunity and removing governmental constraints.These categories respond to the five goals presented in Article 10.6 which indicate the manner in which the actions of the City of Villa Park must be directed so that the requirements of the State housing element legislation are satisfied.

The Statewide goals are listed below:

- Conserve and improve the condition of the existing affordable housing stock.
- Assist in the development of adequate housing to meet the needs of low- and moderate-income households.
- Identify adequate housing sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income groups.
- Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin or color.
- Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing.

The following are the goals of the City of Villa Park Housing Element:

- To promote County and regional efforts for the provision of adequate housing for all persons regardless of income, age, race, sex or ethnic background.
- To promote County and regional efforts for the provision of a varied housing selection by location, type, price and tenure.
- To promote and insure open and free choice of housing for all.
- To act as a guide for City decisions and how these decisions affect the quality of the housing stock.
- To implement housing actions that are consistent with the other elements of the Villa Park General Plan.
- To accommodate, if feasible, the special needs of the elderly or physically handicapped in new affordable developments if they are constructed in the future.
- To provide the basis for the establishment of the necessary ordinances to implement a housing program.

Existing Housing

Goals

- To assure the maintenance of sound and viable residential neighborhoods.
- To assure the absence of substandard dwelling units in the housing stock.
- To promote an adequate level of public services and facilities for all households residing in Villa Park.

Policies

- To establish regulations and enforcement procedures (if found necessary) to ensure the proper maintenance of residential dwelling units in Villa Park.
- To continue to make needed capital improvements, where appropriate, in order to preserve the desirable residential character of the community.
- To encourage and provide opportunities for citizen participation in the City's planning process.

Housing Assistance

Goals

- To promote a balanced housing stock in the County and region of new and existing units that offers housing opportunities to various economic segments.

Policies

- To promote the opportunity for all segments of the population including low and moderate income, minorities and the elderly, to obtain housing within the County and region.

- To influence, if found feasible, the price of housing supply in relation to Villa Park's share of regional housing needs.

- To maximize neighborhood stability while providing a variety of housing choices and opportunities.

Provisions of Adequate Sites for New Housing

Goals

- The development of new housing only in locations that best utilize the City's existing community facilities and infrastructure, that are compatible with the surrounding neighborhood and land uses and that avoid environmental hazards and detrimental influences on the adjacent neighborhood or the City as a whole.

- The maintenance of optimum sustainable residential environmental quality levels with respect to recreation, air, water, sound, public safety and convenience.

Policies

- To encourage residential construction in areas which will be adequately served by public services and facilities in accordance with local plans and programs.

- To promote a high level of quality in all new residential construction.

- To require that all new housing development be evaluated with respect to other elements of the General Plan, City codes and any additional items or requirements of the State Environmental Quality Act.

- To develop and apply density and locational standards and guidelines which will help to ensure site suitability for a particular development.

- To ensure compatibility of all new development with adjacent existing development in order to enhance, rather than detract from the City's predominantly low density and suburban atmosphere.

Removing Governmental Constraints

Goal

- To apply criteria for evaluating the feasibility of developing new housing at densities above those that are presently allowed.

Policies

- To monitor innovative site planning concepts for the development of medium density housing.
- To consider the PC zoning concept affirmatively to facilitate varied development if the significant adverse environmental impacts can be mitigated.

Equal Housing Opportunity

Goal

- To encourage the achievement of the Statewide goal of equal access to housing for all economic segments.

Policies

- To promote equal opportunity of choice throughout the housing market area for all residents regardless of race, creed, national origin or ethnic group affiliation.
- To encourage and assist in assuring open housing for all residents and households that seek to rent or buy housing in Villa Park.

The Orange County Housing Element and the SCAG Regional Housing Element have been reviewed. The City of Villa Park concurs with the regional goals, policies and objectives. It is fully recognized that a rational approach to the housing problems within any community requires coordination and cooperation with neighboring cities and County and the regional organizations.

Quantified Objectives

Quantified objectives for the rehabilitation, conservation and development of housing must be included in a housing element, according to the requirements of Article 10.6. No objective for residential rehabilitation is stated in this element because the City of Villa Park does not have substandard housing requiring improvement or replacement. Another requirement concerning quantified objectives is the conservation of affordable housing; however, since there is no such housing in the City, an objective in this area is unnecessary.

With respect to new development, the Land Use Element indicates a potential of 2,005 housing units or 50 more units than presently exist. The housing growth projections prepared by SCAG indicate a need for 23 new housing units of which 17 would be for upper income households. The quantified objective for new construction during the next five years is 23 housing units for the City of Villa Park. The objective for affordable housing is six units consistent with the RHNA projected need. Based on past trends, this quantified objective is feasible and can be accomplished in the next five years by the development of secondary dwelling units.

IMPLEMENTATION PROGRAM

According to Article 10.6, a housing element must include an "implementation program" which describes the future planned actions in order to meet goals, policies and objectives. More specifically, the implementation program must set forth a five-year schedule of actions which the City of Villa Park is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate Federal and State financing and subsidy programs when available. In addition, the program must address five areas, as follows:

- Conservation of the structural quality of housing and that segment of the housing stock which is in the"affordable cost" range.
- Housing assistance needs of current resident households with housing costs exceeding ability to pay.
- Projected housing needs in terms of new housing by income category.

- Removing governmental constraints to the development, maintenance or conservation of housing.

- Promote equal opportunity in housing.

Because the City has no problems of housing deterioration, there is no need to establish a program for structural conservation. Another program category is the "conservation of affordable housing", however, since there is no affordable housing in the community, this category is not applicable to the City.

In the area of overpaying and housing assistance, the City has only six renter households with costs exceeding ability-to-pay, according to the 1980 Census. The level of need does not justify establishing a program of housing assistance.

In the area of removing governmental constraints, the City has no multi-family housing zoning. There is a PC (Planned Community) zoning designation and this could be used in the future if a multi-family development becomes practical (to remove any possible constraints). The recent development of 50+ units already has met the RHNA projected need for market rate housing need.

The City will consider implementation of a specific program to encourage and facilitate the development of second units. This program will involve the following tasks:

√ Preparation of prototypical second unit plan developments which could be completed in the City's zones.

√ Initiation of a process to notify homeowners remodeling existing homes of the opportunity to add a second unit and a description of prototypical plans.

√ Initiation of a process to inform developers of new residential developments of the opportunity to integrate second units in the entire project.

√ Preparation of an annual "second unit" report to the City Council.

In the category of equal housing opportunity, the City does cooperate with the County of Orange in the Community Development Block Grant program. In addition, the City cooperates with the Orange County Housing Authority in the implementation of the Section 8 rental assistance. The City Manager will designate appropriate staff to refer complaints to the correct State and Federal agencies.

Vacant

Under Development

Castañeda & Associates

Vacant Parcels

Villa Park General Plan

Exhibit IV-1

INTRODUCTION AND BACKGROUND

General Plan Legislation

The Open Space and Conservation Elements were first required to be part of city and county General Plans in 1970. The focus of this legislation was to underline the importance of protecting open spaces and recreational areas to serve the population for many years to come.

Purpose and Function

The Open Space Element designates "open-space land", which is defined by Section 65560 (b) of the Government Code, as "any parcel or area of land or water which is essentially unimproved and devoted to open space use." Open space use, in turn, is defined to encompass four principal categories: natural resources; managed production of resources; outdoor recreation; and public health and safety.

The Conservation Element is required for the purposes of establishing a management plan for natural resources to prevent waste, destruction or neglect. This element of the General Plan is concerned with the conservation, development and utilization of natural resources such as water, soils, rivers, harbours, wildlife, minerals, and other natural resources.

Relationship of Other General Plan Elements

The Conservation Element overlaps those categories of the Open Space Element which deal with "open space for the preservation of natural resources" and "open space for the managed production of resources". As a result of this overlap and interdependence, the two elements have been combined, which is permitted under State law.

INVENTORY OF EXISTING CONDITIONS

The City of Villa Park was incorporated in an effort to preserve the rural atmosphere. The significance of the extensive rolling terrain located in the northeasterly portion of the City and the physical influence of the Santiago Creek on the environment and their relation to community development have been carefully assessed. The rolling hills in the eastern and northern sections provide superior natural barriers to insure preservation of an open

uncluttered City. Adding to these natural features is the zoning for the majority of the City which provides for estate-size lots. As 98 percent of the City has already been developed, it becomes increasingly important to focus on environmental enhancement.

There are four schools in the City with out-of-door playgrounds totaling 80 acres. There is a competition size swimming pool at the Villa Park High School which was funded jointly with the City of Orange, the Orange Unified School District and the City of Villa Park. This pool is utilized during the summer months as a community recreational facility for school activities. Villa Park High School has four lighted tennis courts that are available for public use during non-school hours. School locations are shown on Exhibit V-1.

Certain streets in the City have been selected for the future development of recreational trails, Exhibit V-2. The selected streets, primarily in the northeastern part of the City, will be developed so that the five to seven foot easement adjacent to the paved street may be utilized for the trails.

ISSUES AND OPPORTUNITIES

Issues

- There are no vacant areas of sufficient size to develop park sites.

Opportunities

- Passive open space can be provided through the use of landscaped medians.
- There is the potential for the City to acquire an additional half acre of open land through lot dedication and road abandonment in conjunction with future development.
- The large residential lots of Villa Park provide substantial private open space. Approximately 40 percent of all homes have swimming pools.
- There is active private sponsorship of team sports.

Castañeda & Associates

School Locations and Master Plan of Sidewalks

Villa Park General Plan

Exhibit V-1

Recreational Trail

Future Recreational Trail

Castañeda & Associates

Master Plan of
Recreational Trails
Villa Park General Plan

Exhibit V-2

- As part of recently approved developments, recreational trails in the northeasterly portion of Villa Park will be coordinated with those in the adjacent City of Orange.

GOALS AND OBJECTIVES

Goals

- To enhance the City's environmental quality through the preservation of open space.
- To provide a balance of active and passive open space areas.

Objectives

- Utilize easements and linear parkways to provide additional open space.

IMPLEMENTATION PROGRAM

Policies

- To work cooperatively with the Orange Unified School District to provide active recreation areas.

Action Programs

- The City recently developed a one and one-quarter acre parcel as a passive park along Wanda Road.
- Develop a 14 foot landscaped median along Villa Park Road in fiscal year 1990-1991.
- Develop a landscaped median on Lemon Street.
- Develop a landscaped median on Taft Avenue, east of Center Drive.

INTRODUCTION AND BACKGROUND

General Plan Legislation

In the past 15 years, three legislative acts have outlined how localities are to address in community General Plans the conditions that are hazardous to public health and safety. In 1970, this element became a mandatory element of the General Plan. The provision for a Safety Element was partly a reaction to damaging wildfires that occurred in September and October of 1970. Following the San Fernando Earthquake in 1971, the State Legislature enacted legislation requiring counties and cities to adopt a Seismic Safety Element as part of the comprehensive General Plan. In 1984, there were revisions in General Plan legislation pertaining to these two elements. The Seismic Safety and Safety Elements were combined into a single element that contained essentially the same information previously included in the two elements.

According to Section 65302 (g) of the Government Code, the Safety Element is described in the following terms:

> A Safety Element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The Safety Element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.

Purpose and Function

One of the basic purposes of the element is to identify hazards within Villa Park and initiate precautions to protect the safety of the residents. The Element is principally a preventative planning document that will reduce natural and manmade hazards to acceptable levels of risk.

Relationship to Other General Plan Elements

Some community safety concerns overlap or are associated with the issues considered by the Open Space and Land Use Elements. According to Government Code Section 65560 (b) (4), the Seismic and Safety Element is linked to the implementation of a local open space plan. For instance, as a means of protecting public health and safety, open space land may be set aside for these purposes in circumstances that need special regulation and management. Undeveloped land devoted to open space use may include area set aside because of hazardous conditions such as earthquake fault zones, unstable soil areas and flood plains. In addition, a community's Land Use Element usually incorporates the findings and recommendations relating to public safety and open space lands.

INVENTORY OF EXISTING CONDITIONS

Geologic and Seismic Hazards

Orange County, situated on the California south coastal plain, covers an area of 782 square miles. It is bounded by Los Angeles and San Bernardino Counties to the north, Riverside County to the east, San Diego County to the south, and the Pacific Ocean to the west. Folding and faulting of the earth's crust during the Tertiary Period produced the topographic features visible today. The western portion of the County is a series of broad sloping plains (Downey and Tustin Plains) formed from alluvium transported from mountains by the Santa Ana River, Santiago Creek and other local streams. The Puente-Chino Hills, which identify the northern limit of the valley, extend for 22 miles and reach a peak height of 1,780 feet. To the east and southeast of the valley are the Santa Ana Mountains, which have a peak height of 5,691 feet. North of the City of Villa Park are the Peralta Hills, exceeding a height of 1,500 feet. To the south is the Lomas de Santiago ridgeline with elevations as high as 1,770 feet.

The City of Villa Park is located in the low foothills on the west flank of the Santa Ana Mountains, and east of the Santa Ana River. Within its boundaries run portions of the Santiago Creek. The majority of this community is located on older sedimentary rock overlaid with alluvial material deposited by the Santa Ana River and Santiago Creek. The eastern portion of the community consists of volcanic rock deposited in the late Miocene time.

The El Modena Fault is the nearest fault to Villa Park. It is a smaller north-northwest trending fault located in the west flank of the Santa Ana Mountains about two miles northeast of the El Modena Community. Little impact is anticipated from this fault.

There are several other faults that could potentially affect Villa Park. The fault systems are:

Fault	Approximate Distance From Villa Park
Whittier	8.5 miles N.E.
Newport Inglewood	14.0 miles S.E.
San Jacinto	34.0 miles N.E.
San Andreas	38 miles N.W.
San Fernando	52 miles N.W.

Slope stability in the area is affected by three interrelated factors. These include surface and subsurface waters, geologic structure and rock types, and the degree of slope. Water moving over or under the land surface erodes, steepens, and undercuts slopes, thus removing lateral support. Stability is also dependent on the specific properties and combinations of materials forming the slope. Moderate to steep slopes are most likely to have stability problems. Slopes occur in the northern and eastern portions of the City. Exposure to such hazards has increased with the urbanization of hilly areas.

Land erosion is a natural process by which soil is removed from one area and transported to other areas largely by means of wind, gravity, and moving water. If water moves over level areas, little physical damage occurs to structures. However, if the flow of water is constricted or the slope steepened, the velocity increases and deep gullies may result. Accelerated erosion within an urbanized area can cause damage by undermining structures, blocking storm sewers, and depositing silt, sand, or mud in roads and streets.

Flooding

The City's participation in the National Flood Insurance Program has mitigated the potential for flood hazards. All new construction is required to have a finished floor elevation one foot above the hundred-year storm level.

Fire Hazards

The most significant fire hazard is the wildland exposure to the north and east City limits. Based on topography, fuel loading, and critical fire weather frequency (Santa Ana Winds), the area of the City adjacent to this exposure is considered a high fire hazard area.

Dam Innundation

Villa Park could be impacted by failure at either of the dams on Santiago Creek, although this possibility is remote.

Hazardous Materials

Transportation of numerous hazardous materials and flammable liquids along the arterial highways of Villa Park represents only a slight hazard as there are few users within the City. There are no industrial developments within Villa Park and only one small commercial center.

ISSUES AND OPPORTUNITIES

Issues

- Due to the distance of this community from known fault zones such as the Whittier-Elsinore, Newport-Inglewood, and the San Andreas, the greatest potential damage will come from ground shaking — not rupturing.

- Expansive soil conditions present in the soils of this community will require specialized grading techniques or foundation treatment to control uplift characteristics of these materials. Settlement due to structural loading within areas underlain by compressible materials, such as thick topsoil, alluvium and/or terrace deposits, is a potential problem within the lower elevations of the community.

Opportunities

- The City of Villa Park is in the fortunate position that all of its structures are non-critical facilities having a relatively low profile, thereby reducing the probability of damage to life and property.

- The City is also fortunate in having a number of Ordinances, programs, and requirements already in existence pertaining to the above mentioned hazards. Primary ones relating to this Element are the Uniform Building Code, Uniform Fire Code, Fire Prevention Codes, Grading Ordinance, Zoning Ordinance, Subdivision Ordinance, and State Health and Safety Codes.

- Another asset is the quality of the City's fire, police and public works departments and emergency organizations. All are generally well rated and willing to take advantage of new methods, equipment, and techniques in the performance of their duties.

- Local water storage is generally adequate in quantity and well located. Fire hydrant distribution in the built-up area is mainly good.

- The street circulation system is considered adequate to handle deployment of emergency vehicles and evacuation of residents, if necessary.

GOALS AND OBJECTIVES

Goals

- To protect life and property from geologic hazards.

- To keep the community safe from the hazards of flooding consistent with available resources and technology.

- To provide a safe living environment consistent with available resources required to identify and control water related hazards as a result of seismic rupture of dams.

- To provide the best possible life and property protection from fire by making maximum effective utilization of all existing elements of the fire defense system.

Objectives

- To ensure continuity of vital services following an earthquake.

- To maintain adequate emergency access throughout all areas of the City.

- To maintain current levels of fire service response.

IMPLEMENTATION PROGRAM

Policies

- The City shall continue to implement the seismic requirements of the Uniform Building Code.

- The City shall continue to enforce the Uniform Fire Code.

- Villa Park will continue to enforce the requirements of the Federal Emergency Management Agency (FEMA) to mitigate flood hazards.

- Villa Park will continue to participate in the Orange County Emergency Management Organization (OCEMO) and its program to establish an Emergency Operating Center radio network.

- The City will continue its membership in the Santa Ana River Flood Protection Agency and endorses completion of the Santa Ana River Federal Flood Control Project. The federal project includes flood control protection improvements to Santiago Creek, adjacent to the City of Villa Park.

Action Plans

- Provide coordination with all agencies within the County to assist in the mitigation of geologic and seismic hazards.

- Require fire retardant roof covering materials and protection of openings into attics, floors, and other enclosed areas for structures located within four hundred (400) feet of brush covered land.

- Continue to identify, map, and evaluate potential flood hazard areas in the community.

- Provide technical and policy information on wildland fires to developers, interested parties, and the general public.

- Make available information on the Safety Element, and Emergency Plan to all segments of the community.

- Continue to prepare, review, revise, and update emergency response plans and programs between the City, dam reservoir owners, and State and Federal agencies responsible for dam safety and disaster response.

- Encourage employees and local organizations to train employees and members as to proper safety precautions and procedures to be followed in the event of a disaster.

- Actively promote the installation of smoke detectors in dwelling units not equipped with same.

INTRODUCTION AND BACKGROUND

General Plan Legislation

A Noise Element has been a requirement of the General Plan since 1971. In 1975, amendments to the legislation were made and the Office of Noise Control, Department of Health Services, issued a set of Noise Element Guidelines. Amendments addressing the content of the Noise Element were adopted by the State legislature in 1985. Section 65302 (f) of the California Government Code requires:

> A noise element shall identify and appraise noise problems in the community. The noise element shall recognize guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels.

Current and projected noise levels are required for several sources such as highways and freeways; local streets and primary arterials; railroad operations; airport operations; local industrial plants; and other ground stationary noise sources.

Noise is often identified as unwanted sound. Although sound is measurable, noise is subjective. The effects of sound on people range from annoyance and inconvenience to temporary or permanent hearing loss. Every day people are subjected to a multitude of sounds at home or in the work place. The relationship between measurable sound and human irritation is the key to understanding noise impact.

The A-weighted decibel, commonly abbreviated as dB(A), has been devised to relate sound to the sensitivity of the human hearing system. This scale is calibrated to the faintest sound audible, and has approximately the same frequency response as the human hearing system. A listener often judges an increase in sound levels of 10 dB(A) as a doubling of sound.

Purpose and Function

The purpose of the Noise Element is to provide information on current and future noise levels in the City. In largely undeveloped areas, this information is used to identify the most suitable locations for various land uses, especially those that are particularly sensitive to noise impacts. In more built-out areas, the Noise Element provides a General Plan basis for the enforcement of noise associated standards and codes and thereby protects the health and well-being of the persons living and working in Villa Park.

Relationship to Other General Plan Elements

The Noise Element is a guide for the Land Use Element as it identifies noise sensitive areas. This information is considered in designating land uses that are noise compatible. Since roadway noise is the prime noise generator in most communities, the Circulation Element has an important affect on the noise environment. Residential land uses are among those that are noise sensitive. Housing Element programs must consider data presented in the Noise Element when evaluating housing sites.

INVENTORY OF EXISTING CONDITIONS

The typical community noise environment is comprised of a background noise level and higher noise levels, frequently transportation oriented. Since the background level is lower at night, the problems posed by higher noise levels from individual sources are more pronounced during night time hours, a period when most people demand quiet.

Noise exposure information is presented in terms of noise contours expressed in community noise equivalent level (CNEL) or day/night average level (Ldn). CNEL means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and after addition of 10 decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m. Ldn means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.

The sound from an individual source decreases with increasing distance. The amount of sound reaching the receiver is affected by barriers between the source and receiver (such as walls, landscaping, and buildings) atmospheric conditions (such as wind, temperature, and humidity), and the number of sources emitting sound.

Automobiles are the primary source of surface noise in Villa Park. Noise associated with passenger vehicles is generated by the engine, tires and muffler system. Noise varies with road condition and speed. Generally, automobile noise is greater at high speeds than at low speeds.

Transportation noise in Villa Park is greatest along arterial highways. Existing CNEL noise contours are shown in Exhibit VII-1. The traffic noise levels were computed using the Highway Noise Model published by the Federal Highway Administration ("FHWA Highway Traffic Noise Prediction Model," FHWA-RD-77-108, December 1978). Noise referral zones are those areas within the contour that defines a CNEL level of 60 decibels. It is the level at which planning for future noise sensitive land uses should consider acoustical impacts. Noise sensitive land uses include residences of all types, rest homes, hospitals, places of worship and schools.

There are no railroads in Villa Park to generate noise impacts. There are no industrial noise sources in the City. Villa Park is impacted by an alternate approach to the John Wayne Airport, known as the Localizor Directional Aid (LDA). This causes some intermittent noise impacts. Future (year 2010) noise contours are shown in Exhibit VII-2. A greater number of residences will be affected by traffic noise as traffic volumes increase.

ISSUES AND OPPORTUNITIES

Issues

- Vehicular traffic is the primary noise generator in Villa Park.

Opportunities

- Routing regional traffic onto surrounding arterial roadways rather than through Villa Park will reduce noise levels on residential streets.

65 Community Noise Evaluation Levels

Source: Mestre Greve Associates

Castañeda & Associates

Existing Noise Contours
Villa Park General Plan

Exhibit VII-1

65 Community Noise Evaluation Levels

Source: Mestre Greve Associates

Castañeda & Associates

Future Noise Contours
Villa Park General Plan

Exhibit V II-2

GOALS AND OBJECTIVES

Goals

- To contribute to a healthy and safe environment by minimizing noise impacts.
- To provide acceptable exterior and interior noise environments for residential land uses.

Objectives

- Maintain a residential noise environment consistent with the Noise Insulation Standards of the California Administrative Code, which sets forth construction standards to provide a suitable living environment.

IMPLEMENTATION PROGRAM

Policies

- Integrate noise considerations into the community planning process to prevent noise/land use conflicts.
- Through traffic shall be minimized in residential areas.
- Promote (when appropriate) alternative sound attenuation measures. These may include berms, wall barriers, siting building away from the noise source or a combination of sound attenuation measures.

Action Plans

- Continue to enforce the Villa Park Noise Ordinance.
- Comply with the Noise Insulation Standards of Title 25 of the California Administrative Code. These are standards for sound insulation implemented by the Building Inspector for all residential and non-residential construction.
- The City should consider adopting Table VII-1, "Land Use Compatibility for Community Noise Environments" as a means of determining noise compatible land uses.

INTRODUCTION AND BACKGROUND

General Plan Legislation

On November 6, 1990, the voters of Orange County passed a referendum known as "Measure M", a revised Traffic Improvement and Growth Management Ordinance. One requirement of the measure is that each jurisdiction adopt a Growth Management Element of its General Plan in order to be eligible to receive new Measure M transportation revenues.

Purpose and Function

The purpose and function of this Element is to mandate that growth and development be based upon the City of Villa Park's ability to provide an adequate circulation system and public facilities pursuant to the Orange County Division, League of California Cities "Countywide Traffic Improvement and Growth Management Plan Component."

Relationship to Other General Plan Elements

A major goal of the Growth Management Element is to ensure that the planning, management, and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of the City of Villa Park. While this goal is a high priority, it must be achieved while maintaining internal consistency among the other elements of the General Plan as required by State law. Therefore, the Growth Management Element does not replace or supersede any of the other General Plan elements; instead, the Element addresses, amplifies and supports traffic level of service and public facility standards that are included in other General Plan elements and establishes new standards where necessary. The Element also serves to augment development mitigation, development phasing and annual monitoring discussions in other General Plan elements.

The Growth Management Element is implemented through various coordinated programs developed to support and carry out its goals, objectives, and policies. In addition, this Element has been crafted to minimize duplication between Measure

M and Congestion Management Program (CMP) requirements.

The Growth Management Element is the most current expression of the City of Villa Park's growth management policies. Consequently, although there is a certain amount of overlap among the General Plan elements, the Growth Management element is the key resource document for growth management concerns.

The Growth Management Element achieves its consistency with other General Plan elements through the pursuit of common major goals such as traffic level of service and public facilities development. Consistency of Growth Management Element implementation with specific elements is described below:

1. The maps contained in the Land Use, Circulation, and Open Space and Conservation Elements shall provide General Plan policy guidance for implementing public facilities planning.

2. Major City of Villa Park public facilities shall conform to the adopted Noise and Seismic and Safety elements.

3. Innovative financing, funding and implementation programs which could serve to minimize infrastructure costs, and thus housing costs, are in the Housing Element.

4. a. Regional transportation facilities are mapped in the Circulation Element.

   b. Regional public facilities (excluding transportation) are mapped, to the extent feasible, in the Land Use Element.

   c. Community facilities are mapped in the Land Use Element.

5. The Circulation Element (e.g. Master Plan of Arterial Highways) is the City of Villa Park master plan for transportation, and provides general policy and program guidance for facility planning and siting.

INVENTORY OF EXISTING CONDITIONS

Currently, within the City of Villa Park, there is a total of approximately 18.7 acres of vacant buildable land scattered throughout the City in 16 different parcels. These parcels vary in size from one-fourth acre to four and one-fourth acres and are shown in Exhibit IV-1. All of the sites are located in a zoning category requiring a minimum net lot size of 20,000 square feet. This would indicate a maximum in-fill of between twenty and twenty-five additional home sites. Current zoning would preclude any lot splits into multiple units. The only commercially zoned land within the city is a site located at the intersection of Santiago and Wanda Roads. This site is currently built and there is minimal opportunity for additional density.

ISSUES AND OPPORTUNITIES

Issues

- Villa Park is reaching build-out capacity. With 98 percent of the city developed and no external Sphere-of-Influence for expansion of City boundaries, the potential for additional development is limited.

- Development in the City of Orange, which surrounds most of Villa Park could significantly affect established neighborhoods in Villa Park.

- The high cost of land in Villa Park restricts the range of potential development opportunities.

- Villa Park is impacted by through traffic generated outside the City.

- Proposed major development in the eastern area of the City of Orange will greatly impact circulation in the City of Villa Park.

Opportunities

- Widening of arterials will encourage through traffic to utilize roadways along the perimeter of the City rather than driving through residential neighborhoods.

- The possible extension of Wanda Road south of Collins Avenue by the City of Orange would improve north/south traffic flow.

GOALS AND OBJECTIVES

Goals

- To work with and cooperate with officials and agencies in surrounding communities toward regional growth management.

- To manage any growth within the City of Villa Park in such a manner so as not to adversely affect transportation facilities and other public facilities within the City or surrounding communities.

Objectives

- Minimize the impacts of growth, both within the City and within the region on the citizens and facilities of Villa Park.

IMPLEMENTATION PROGRAM

Policies

- Continue working cooperatively with surrounding jurisdictions.

- Level of Service (LOS) "D" is the target standard for intersections under sole control of the City of Villa Park. To achieve this, it is the policy of the City of Villa Park that within

three years of the issuance of the first building permit for a development project, or within five years of the first grading permit for said development project, whichever occurs first, any necessary improvements to transportation facilities, as defined by the intersection of two arterial highways on the County of Orange Master Plan of Arterial Highways (MPAH), to which the project contributes measurable traffic, are to be constructed and completed to attain level of service "D" at the intersections.

Intersections exempt from the above paragraph include facilities under the jurisdiction of another City/County or the State or those included on the Deficient Intersection List established pursuant to this Element. However, it is the policy of the City of Villa Park that all development contributing measurable impacts to intersections on the Deficient Intersection List and all projects contributing cumulatively, or individualy, 10% or more of the traffic using an intersection will be assessed a mitigation fee determined by the involved jurisdictions and locally administered as a part of the Capital Improvement Program.

Achievement of the adopted level of service standard and implementation excacted transportation improvements shall take into consideration extraordinary transportation circumstances which may impact identified intersections and/or timing of the required improvements. An example of extraordinary circumstances would be when arterial roadways serve as substitute freeway access (thus impacting LOS performance) while planning and construction of additional freeway improvements are underway.

- All development projects shall participate in comprehensive public facilities financing plans as established by City Council as a condition of development approval except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

- It is the policy of the City of Villa Park that all new development pay its share of the costs associated with that development, including regional traffic mitigation.

- It is the policy of the City of Villa Park to impose a traffic impact mitigation fee for improvements within its boundaries and to work with other jurisdictions to determine minimum acceptable impact fee levels for application within the Growth Management Area which includes Villa Park.

- It is the policy of the City of Villa Park that new revenues generated from a locally approved increased sales tax measure shall not be used to replace private developer funding which has been committed for any project.

- All development shall be phased in accordance with any applicable Comprehensive Phasing Program adopted by the City of Villa Park. It is the intent that such Comprehensive Phasing Programs shall include development phasing plans which establish both a phasing allocation of development commensurate with roadway and public facilities capabilities and an overall build-out development plan which can be supported by implementation of the planned infrastructure system.

- The City of Villa Park has participated and will continue to participate in Inter-Jurisdictional Planning Forums at the Growth Management Area (GMA) level to discuss developments with multi-jurisdictional impacts and appropriate mitigation measures.

- It is the policy of the City of Villa Park to strive towards an achievement of balanced land use, whereby residential, non-residential and public land uses are proportionally balanced. Recognizing the fact of existing physical development

characteristics, in that the City of Villa Park is currently at 98% of buildout and that the entire City is zoned for residential use with the exception of one 10-acre commercial site, the City will attempt to achieve this policy through cooperation with surrounding jurisdictions.

Action Programs

- Development Mitigation Program: A Development Mitigation Program shall be established prior to June 30, 1993 to ensure that all new development pays its share of the costs associated with that development. Participation shall be on a pro-rata basis and be required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

  The Program will be coordinated through inter-jurisdictional forums in order to determine minimum acceptable impact fees for application within the GMAs.

- Comprehensive Phasing Program: The City of Villa Park shall establish a Comprehensive Phasing Program (CPP) prior to June 30, 1993. The CPP shall contain a development phasing component to ensure that infrastructure is added as development proceeds so that the provision of road improvements and public facilities is in balance with demand. The Program shall provide reasonable lead time (three years from first building permit or five years from first grading permit) to design and construct specific transportation improvements. This CPP shall be limited to development entitlement tied to transportation improvements only.

- Performance Monitoring Program: Prior to June 30, 1993, a Performance Monitoring Program shall be established to

provide an annual evaluation of compliance with development phasing allocations established pursuant to policies detailed previously. This program will also ensure that road and other public facilities improvements or funding were actually provided in order for development to continue. If the improvements/funding are not provided, development shall be deferred until compliance with the provisions of this program are achieved.

In addition, the Performance Monitoring Program will provide an annual evaluation of the maintenance of transportation and **public facilities** service levels. Annual traffic reports provided under this Program shall utilize data collected within six (6) months of preparation of the report. In the event that the Performance Monitoring Program identifies one or more service level deficiencies, measures shall be implemented to correct identified deficiencies.

- Traffic Improvement/Public Facilities Development Agreements: In the event the financing and implementation provisions of this Element are implemented through subsequent, legally valid Traffic Improvement/Public Facilities Development Agreements, said agreements shall be consistent with this Element and its implementing ordinances, plans and programs.

- Additional Implementation Programs: Other implementing measures, as deemed necessary by the City of Villa Park to further the goals of this Element, may be established.

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